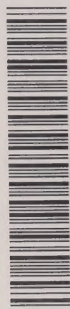


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ONTARIO
DEPARTMENT OF PLANNING AND DEVELOPMENT
SURVEY OF
ORGANIZATION AND ADMINISTRATIVE PROCEDURES

JULY, 1955

J. D. WOODS & GORDON LIMITED

MANAGEMENT CONSULTANTS



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RESPONSIBILITIES

Conservation Branch

Community Planning

Housing

Trade and Industry

Ontario News

ONTARIO
DEPARTMENT OF PLANNING AND DEVELOPMENT

ORGANIZATION

SURVEY OF
ORGANIZATION AND ADMINISTRATIVE PROCEDURES

JULY, 1955

Admin.

Chief Accountant

Public Information

Legal Officer

Inspection Officer

Trade and Industry Branch

The Planning Branch

Housing Branch

Community Planning Branch

Conservation Branch

Regional Representatives

Ontario News

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Accounting Procedures

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Correspondence Cross-Index


Sub-Division Index

Sub-Division Clerical Staff

Trade and Industry Branch

Representational Allowances





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July 11, 1955.

The Honourable W. K. Warrender, Q.C.,
Minister of Planning and Development,
880 Bay Street,
Toronto, Ontario.

Dear Sir:

In accordance with your instructions we have reviewed the organization structure and the operating policies and procedures of the various branches and units which comprise the Department of Planning and Development.

In the course of our review we discussed the present plan of organization and the policies and procedures of the Department with the majority of the senior officials and staff located in Toronto. In the following pages we report on the results of this survey and make a number of suggestions that we think would be helpful in the administration of the Department.

The Department has been fortunate in having as branch heads a senior staff with considerable administrative experience and, in general, the operations of the various branches appear to have been carried out economically under sound administrative control. A number of economies of operation have been introduced during the past year by centralizing some of the administrative work. In addition it is planned to make further practical economies in this way when the various units are brought together in the University Avenue building.

Probably the most important problem faced by the Minister of Planning and Development has been the difficulty of co-ordinating the planning and development programs of a number of independent branches and of eliminating duplication in their administration. This difficulty has been accentuated by the fact that there is no permanent official recognized as a deputy and also by the fact that the senior officials of the Department have been located in four different buildings - 159 Bay Street, 863 Bay Street, 880 Bay Street and Ontario House, London. The problem has been partially alleviated by the appointment of an Executive Officer who has acted for the Department on administrative matters in dealing with central Government bodies such as the Civil Service Commission and the Provincial Auditor's Branch. The Minister has also been aided by having as an adviser on a full-time basis a widely recognized Planning Consultant. This Consultant has been filling the roles of Director of Housing and Consultant to the Community Planning Branch and has helped to co-ordinate the work of these branches as well as formulate general planning policy.

The plan to move all Toronto units to the one location now in process will also ease the problem of supplying general direction and co-ordination.

In a later section of this report under the heading "Organization" we suggest some changes in the general plan of organization that aim at strengthening the operating management, at supplying further co-ordination to general area planning and at reducing the volume of routine matters that have to be handled by the Minister.

Our report is presented below under three main headings:

- (a) Responsibilities
- (b) Organization
- (c) Administrative Policies and Procedures

RESPONSIBILITIES

The Department of Planning and Development was established under The Department of Planning and Development Act 1944 to co-ordinate the work and activities of the departments of the public service of Ontario in respect to developing and maintaining productive employment and the development of the Province's human and material resources. Since the formation of the Department the Minister has been made responsible for the administration of The Planning Act, the Housing Development Act, the Conservation Authorities Act, and the Research Council Act. Responsibility for the operation of the offices of the Ontario Government in the United Kingdom (Ontario House) has also been assigned to the Minister.

Recently the Department embarked on an important program under which it is the intention to assist in organizing the Province under nine Regional Development Associations. The purpose of the program is to assist Municipal Councils, Chambers of Commerce, Boards of Trade and other interested organizations in forming their own Regional Development Association in each region. From these Associations it is hoped by the Government to obtain assistance in formulating long term planning that will take into consideration the particular problems of the different geographical areas comprising the Province.

The present operations of the Department are carried out by seven operating branches and a main office group. Approximate staff figures for these branches are as follows:

| | |
|--------------------|------------|
| Conservation | 39 |
| Community Planning | 31 |
| Ontario House | 25 |
| Trade and Industry | 21 |
| Housing | 17 |
| Immigration | 6 |
| Research Council | 4 |
| Main Office | <u>15</u> |
| Total Employees | <u>158</u> |

We outline below the main activities and responsibilities of the various branches and comment on some of the problems with which they are faced.

The Conservation Branch

A separate Conservation Branch was started in November, 1944 and authorized to make preliminary investigations regarding the suitability of organizing conservation work on a watershed basis. After regional conventions agreed that this was a satisfactory basis the Conservation Authorities Act was passed in 1946 and responsibility for its administration was assigned to the Branch. The object of the Act was to co-ordinate local conservation effort on a watershed basis and to give the people of the watershed concerned the opportunity to carry out conservation projects with assistance from the Provincial and, in some cases, the Federal Government.

Responsibilities

In administering the Act the Branch carries out the following activities:

- (1) Assists local municipalities in the establishment of river valley Conservation Authorities.
- (2) Makes surveys of these river valleys covering hydraulics, land use, forestry, wildlife and recreation.
- (3) Submits reports with recommendations on how the problems of conservation can best be co-ordinated and handled for each watershed.
- (4) Furnishes technical assistance in the problems of conservation.
- (5) Advises the river valley Conservation Authorities on administrative matters such as the submission of detail plans to the Provincial Government.
- (6) Supplies field men on a full-time basis to a number of the authorities.

There have been 19 Authorities organized to date and a number of others are approaching the organization stage. General plans have been prepared for eight of these Authorities and Conservation Officers assigned to them to assist in the implementation of the plans.

Comments

We do not question the pressing need for conservation measures and the accomplishments of the Branch. There are, however, certain points about the present operations that we wish to draw to your attention.

- (1) Conservation is placing a rapidly increasing financial burden on the Government.

The regular staff of the Branch excluding special summer staff has now reached 43 and the Branch annual budget forms a considerable part of the total budget of the Department. Furthermore as the Authorities become more active the requests for grants will increase. We recommend that a long-range plan be prepared estimating the total annual costs of the Conservation program over the next five to ten years. This plan would include the estimated costs of contributions for engineering and construction assistance that are likely to result from the program. Preliminary planning work could then be advanced or slowed down based on the engineering and construction program that proved acceptable to the Government.

- (2) We think it important that conservation work be tied in more closely with the work of the other planning branches and that continued effort be made to co-ordinate the efforts of the Branch with those of the other branches and with other Departments particularly Agriculture. Accordingly, we recommend that the Branch together with the Community Planning Branch and the Housing Branch be brought under the direction of a Deputy Minister. Details of this proposed organizational change are outlined in the Organization section of this report.

- (3) After a Branch report has been presented to an Authority the Director has found it necessary to assign conservationists from his staff on a full-time basis to individual authorities. We believe that this day to day operating direction runs contrary to the original intention of the Act and there is some danger

that the Authorities might in time be looked upon as Provincial Government agencies rather than local bodies representing the people of the areas. If the municipalities concerned are properly informed of the value of the program prepared by the Department they should be able to carry it out with only general guidance from the staff of the Department. Whenever possible the local members of the Authority should receive full credit for work accomplished and the program should remain a local project. In cases where the Province would receive considerable future economic benefit from an area plan but the employment of necessary supervision was beyond the means of the present land holders, consideration could be given to subsidizing the salary of an approved manager. This would still leave the conservation work as a local project.

Community Planning

The Planning Act, which was enacted in 1946, provides the legal authority and procedure for the definition of planning areas, the establishment of planning boards, the preparation of official plans, the acquisition of lands for planning purposes and the redevelopment of sub-standard areas. The Act has been amended from time to time based on experience in its operation in order to increase its effectiveness. To make the Act useful and effective a Community Planning Branch was established.

Responsibilities

The Community Planning Branch administers the Planning Act and deals with all matters coming within the community planning field. It assists municipalities and groups of municipalities to organize for planning purposes and cooperates with planning boards and councils in determining the best pattern of development for their respective communities. This pattern is normally embodied in an official plan. The Branch also cooperates with the municipal authorities in the protection and implementation of their plans through various means provided under the Planning Act and the Municipal Act such

as zoning, committees of adjustment, areas of sub-division control, sub-division review, the acquisition of land for public purposes, and redevelopment.

These activities fall into two main groups, those concerned with developing improved community planning throughout the Province and those concerned with protecting and implementing approved plans.

Comments

Under the Organization section of this report we suggest some changes in the general organization plan of the Branch to ensure that the effort directed to improved community planning is not overshadowed by the enforcement or policing of plans already in effect. The proposed changes in organization are also designed to co-ordinate community planning more closely with other planning activities of the Department. The introduction of sound and well co-ordinated community plans should result in a reduction in the work required to adjust and control these plans when they are in effect. Current efforts in this direction should reduce the overall work of the Branch in the future.

It appears that a re-writing and clarification of the Planning Act which would bring all amendments properly into the context would be most useful in reducing misunderstandings among communities and the need for continual interpretations of the Act by the Branch. We suggest that priority also be given to the completion of other Branch projects which would help the Planning Boards in their work. These include the completion of a sample detailed plan for a community with advice on how to use it, the preparation of a technical Planning Manual, the dissemination of general advice on Building By-laws, etc.

The Branch has received criticism for approving some area plans that are not technically sound in all details and that require later adjustment. We agree with the policy adopted by the Branch that the degree of perfection that is desirable in any plan must vary under different circumstances and that a desire for improved planning should not be discouraged by too rigid requirements. However, we suggest that when the Branch approves a plan or zoning arrangement that is not considered ideal but which

appears to meet the practicable requirements of a community, the shortcomings of the plan or arrangement should be pointed out.

The appointment of regional representatives as discussed later in the section on Organization could be of great help to the Branch in carrying out both its development and control activities. Many of the control problems could be handled better by reference to someone in the area. For example, problems concerning the Departments of Highways and Agriculture, etc. that operate on a decentralized basis could in many cases be cleared with local representatives. Such a field force could also ensure that the work of the Head Office specialists was directed to the right people in the regions and completely understood by them.

Housing

This Branch was established in 1948 to administer the Housing Act. This Act was passed in 1948 and gave power to the Ontario Government to make grants to further building activities and to guarantee and assist in building development. The Act has since been amended in 1950, 1951, and 1952. The main provisions of these amendments:

- (1) Authorized the Provincial Government to enter into partnership with the Federal Government for the purpose of undertaking joint housing projects under Section 46 of the National Housing Act. Municipalities were also given power to join in such projects and to contribute monies towards their share of the cost of a project.
- (2) Allowed the Minister to take and expropriate any land deemed necessary for the purposes of a joint housing project.
- (3) Authorized the Crown to make agreements with any Corporation under which the latter would contribute to the cost of a joint housing project.

Responsibilities

The activities being carried out by the Branch fall into the following two categories:

- (1) Participation with Central Mortgage and Housing Corporation representing the Federal Government in the development and servicing of raw land to facilitate the construction of houses by private persons and builders.
- (2) Participation with Central Mortgage and Housing Corporation in the construction of rental houses to ease acute shortages of such accommodation, such houses being made available either on a full recovery or on a subsidized basis according to the general wage structure of the community.

In carrying out its responsibilities arrangements have been made with Central Mortgage and Housing Corporation to divide the duties and responsibilities in connection with these joint projects. These arrangements seem to be equitable and duplication of effort has been reduced to a minimum.

In general the Branch supplies information about the Act, arranges for the survey and purchase of land and inspects the services being installed under contracts let by the municipality.

Central Mortgage and Housing Corporation act more as the fiscal agents of the partnership. They are kept advised on the early negotiations, approve contracts let by the municipalities for services installation, advance money to the municipalities, record costs of the project, determine the selling prices for the lots, sell them and collect for the sales.

On rental projects Central Mortgage and Housing Corporation arranges for the houses to be built and then turn them over to the Branch. The Branch sets up rental authorities and supplies advice, guidance, and financial control to the Authorities.

Comments

The activities of this Branch have varied substantially with the changing needs of the Province in respect to housing. In the future, housing needs will continue

to change and land assembly assistance may have to be altered to provide for revised requirements. The need for this type of work could disappear entirely.

As in the case of the other planning branches we believe it important that the municipalities consider housing schemes as their own responsibility with assistance only being supplied by the Provincial and Federal Governments. We understand that the policy of the Branch now provides for bringing in the local authorities from the very beginning of a project and to the maximum degree possible.

The Branch is responsible for seeing that contracts issued for services by municipalities suit the requirements of the area. Representatives from the Branch review the specifications and terms of contracts at the time they are granted and try to eliminate any need for requests for "extras" by contractors. If requests for "extras" (work not covered in the contract) do arise the Branch and Central Mortgage and Housing Corporation must approve them. Although additional costs incurred in this manner are recovered as part of the selling price of the lots we recommend that every effort be made to prevent their arising.

Trade and Industry

This Branch was started in 1945 to promote the economic growth of the Province by developing its trade and industry. It has played an active part in the post-war industrial expansion of Ontario. The Annual Industrial Reviews published by the Branch outline the extent of this expansion.

In 1954 the Minister assigned to the Branch the task of carrying out the preliminary organization work in connection with the regional development program. One Development Association is already functioning, one is in the process of organization and preliminary discussions have been held in three other regions.

Responsibilities

The main activities of the Branch are as follows:

- (1) Keeping in touch with industrial growth throughout the Province and actively seeking out prospective industries that would fill manufacturing gaps, and would increase overall productive employment.
- (2) Assisting municipalities in organizing their industrial development programs and directing industrial prospects to the municipalities.
- (3) Providing advice to manufacturers in connection with the establishment, expansion or relocation of manufacturing operations in Ontario.
- (4) Contributing to the cost of certain types of industrial research carried out by the Ontario Research Foundation.
- (5) Providing advice to manufacturers and importers on trade regulations, markets, raw material sources, business channels, etc.
- (6) Supplying technical and general information to Ontario industry including the results of their own studies and sponsored research.
- (7) Carrying out preliminary organization work in connection with the regional development program.

Comments

The policies of the Branch have changed in character since the early post-war years from straight promotional effort to a more selective search for new industry that will meet the changed economic requirements and to supplying services that will consolidate the industrial expansion already attained. Accordingly, the accomplishments of the Branch can no longer be measured by the number of new industries locating in the Province but by its success in attracting those industries which will be successful in promoting general economic growth.

We have suggested in the Organization section of this report some change in the organization plan of the Branch that we believe will place more emphasis on the

important function of aiding industry already established and of supplying continuing service to the new industries in their development stage.

In view of the policy change which places more emphasis on selectivity in the promotional work of the Branch and the difficulty of keeping distantly located representatives fully informed we recommend that further study should be made before the Branch proceeds with any plans for opening additional foreign offices.

Ontario House

The office of the Ontario Government in the United Kingdom located at 13 Charles II St. in London and known as "Ontario House" is directed by an Agent-General who is responsible to the Minister of Planning and Development for the activities assigned to this office.

Responsibilities

In the main the activities of Ontario House are promotional in character designed to contribute to the development of the Province and to provide a useful public service. The activities are complementary to those carried out by the agencies of the Federal Government and duplication of service is avoided.

A Public Relations Section distributes general information on the Province through descriptive literature, press articles, photographs, lectures, films and answers to enquiries.

A Trade and Industry Section concentrates on attracting new industries and on negotiating manufacturing and agency agreements that would aid employment and further the economic growth of the Province. It supplies specific information requested on matters of trade, commerce and investment.

An Immigration Section endeavours to further the economic growth of the Province by procuring skilled labour and technicians required to fill shortages in these sections of the labour force in Ontario. It also supplies a general advisory service to United Kingdom residents considering emigration to Ontario.

Comments

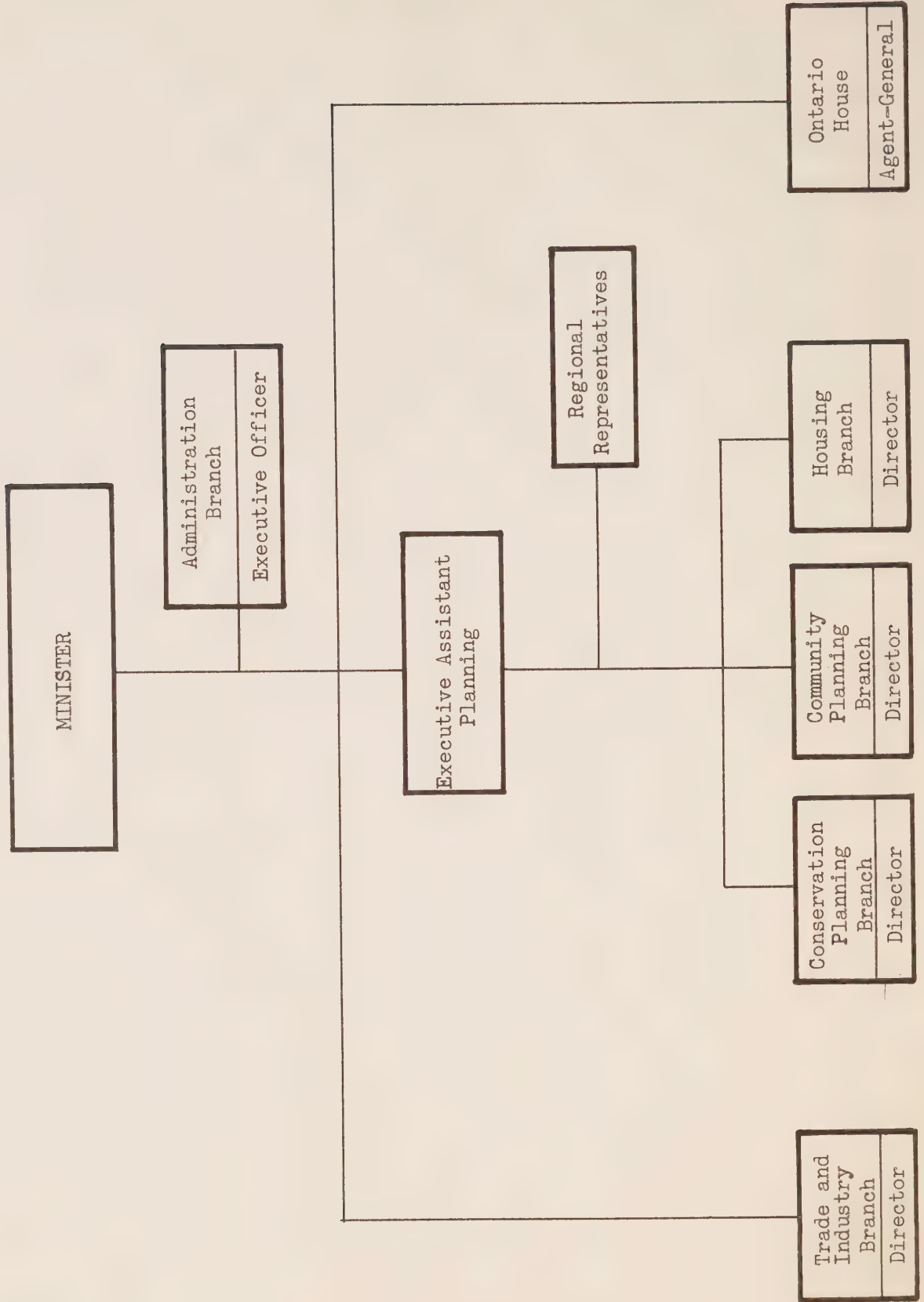
The Director of Immigration, resident in Toronto, is theoretically responsible for the development of immigration policy and for assisting and advising Ontario House in carrying out approved policy. In practice the Director is not in a position to carry out this role. The activities of the Provincial Government in respect to immigration are limited primarily to the responsibility outlined above for the Immigration Section at Ontario House. Also, the Provincial Government Departments and Ministers deal directly with Ontario House on specific immigration matters. We suggest that the present actual arrangement be recognized and that the Agent-General through his Chief Immigration Officer be assigned full responsibility for implementing immigration policies which have been approved by the Minister. He would be kept advised on general Government policy by the Minister and continue to be contacted on specific immigration requirements by the various departments or branches concerned - Labour, Agriculture, Mines, Trade and Industry, etc. Ontario House would keep in touch with Ontario labour requirements by arranging for the receipt of regular and special reports from the Immigration Section at Toronto. The Toronto Section should continue to provide contact between immigrants and the Government on their arrival. It would be guided in its efforts by Ontario House but would be attached to the Administrative Services Branch (Executive Officer) in Toronto for discipline and administration.

Since the first of April, 1954 the Department Accountant in Toronto has assumed responsibility for maintaining accounting records in respect of the Ontario House operations based on quarterly reports. We understand that the Toronto administrative staff also consider themselves available for any administrative service that they can supply economically and practically to Ontario House. These arrangements seem to be satisfactory for providing the financial control and administrative service usually provided to a physically separate branch. Our proposal to place the Toronto administrative activities under your Executive Officer should provide a better basis for dealing with Ontario House on these matters.

We have outlined in the Organization section of this report, the working relationships that we believe should exist between Ontario House and the branches at Toronto. We think that this outline will help to clarify the relationship between the Trade and Industry Section of Ontario House and the Trade and Industry Branch in Toronto. While it is essential that the work of this Section at Ontario House be properly co-ordinated with the general aims and programs of the Toronto Branch it is important that there be no interference with the final authority of the Agent-General in his responsibility for all activities at Ontario House.

DEPARTMENT OF PLANNING AND DEVELOPMENT

PROPOSED PLAN OF ORGANIZATION



ORGANIZATION

The proposed plan of organization for the Department is set out in chart form on the opposite page.

The principal changes recommended under this plan are as follows:

- (1) The appointment of an Executive Assistant, Planning, to direct and co-ordinate the activities of the Conservation, Community Planning, and Housing Branches. This official should provide the additional co-ordination that appears desirable between these planning branches and at the same time relieve the Minister of part of his supervisory burden.

We believe that eventually it will prove desirable to appoint a Deputy Minister who will be responsible to the Minister for all activities of the Department.

- (2) The appointment of a permanent official with branch head status to direct an Administration Branch comprising the present Accounts and Personnel Group and a number of other administrative activities. This Branch would supply financial control and administrative services to all units of the Department.
- (3) The appointment of regional representatives to represent the planning branches in the Minister's program of long range planning for the Province on a regional basis.
- (4) The appointment of a Public Information Officer who under the direction of the head of the Administration Branch would co-ordinate the release of all information to the public. This officer would develop a centralized information unit for the use of the various branches of the Department and would recommend an overall program of publicity for the Department.

Our comments and proposals on the internal organization of the various branches are outlined below under the headings:

Administration Branch
Trade and Industry Branch
The Planning Branches
Ontario House

Administration Branch

The Executive Officer as head of the Administration Branch would be responsible to the Minister for advising him on matters of departmental organization; for representing the Minister outside the Department on administrative matters when authorized to do so; for maintaining the accounting records; for salary administration; for purchasing; for supplying the public with information and co-ordinating the publicity program for the Department; for legal service to all branches of the Department; and for ensuring that all branches are adequately and effectively supplied with office services such as mail, telephone, forms and stationery, filing, etc.

The head of the Branch would be assisted by a Chief Accountant, a Public Information Officer, a Legal Officer and an Immigration Officer.

Chief Accountant

The Chief Accountant would be responsible to the Branch Head for the accounting records and financial control of the Department's operations and for general office services. As the personnel requirements of the Department consist mainly of keeping personnel records and providing assistance to Branch Heads in acquiring staff, this activity could remain a responsibility of the Chief Accountant. Similarly as the Department's purchasing function consists mainly of buying office supplies and equipment, purchasing activities could also remain under the direction of the Chief Accountant. Each branch at present is staffed to handle all its own typing requirements, both peak and regular. We recommend that stenographers be assigned to branches only where they are required full time on regular work and that a small stenographic group be set up under the direction of the Chief Accountant which would be available to handle special work and to assist the branches at peak periods. Branch positions should be filled from such a group as vacancies occurred.

Public Information Officer

There has been no one official in the Department responsible for co-ordinating the release of information to the public by the various branches. Within the Department there is no control point where the individual branches can obtain information respecting public releases by other branches or information on the activities of the other branches that might prove useful to them. Furthermore there appears to be some lack of information on the part of the public respecting the services that are available to it and the work that is being carried out by the Department.

We believe that it is important that general information concerning the activities of the Department and public information releases of the individual branches be properly co-ordinated. We think it is equally important that there be a single information centre in the Department if duplication of effort between the branches is to be avoided. Accordingly we recommend that a Public Information Officer be appointed to the Administration Branch who would be responsible to the Executive Officer for:

- (1) Developing an overall publicity program for the Department.
- (2) Assisting and advising the various branches on releases to the public and ensuring that there is no conflict or duplication in such releases.
- (3) Maintaining a library of all public releases and providing information to the various branches on the activities of the Department generally.

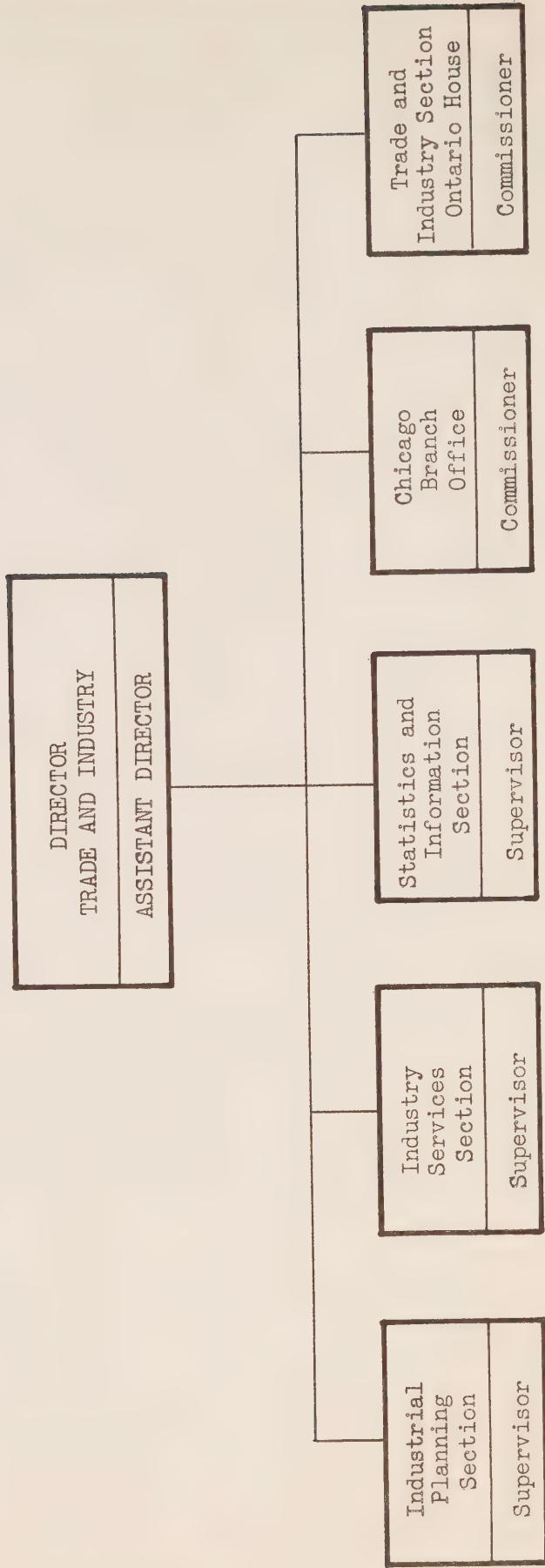
The responsibilities of the Public Information Officer will become increasingly important as the regional planning program develops.

Legal Officer

We recommend the appointment of a Department Legal Officer. A Legal Officer is attached to the Housing Branch at present where he handles various other activities in addition to his responsibility for legal matters. We consider his value to the Department could be increased if, as a member of the Administration Branch, his legal advice and assistance were available to all branches.

DEPARTMENT OF PLANNING AND DEVELOPMENT

TRADE AND INDUSTRY BRANCH



Immigration Officer

The Immigration Officer would provide the liaison between Ontario House and the various Government Departments, Municipalities, and other Ontario organizations on immigration matters. He would collect information on the request of Ontario House that would help the latter to supply sound advice to prospective immigrants. He would also be responsible for supplying a reception and advice service to immigrants directed to him by Ontario House.

Trade and Industry Branch

The Director, Trade and Industry Branch would be responsible to the Minister for recommending plans and programs designed to promote the economic growth of the Province by developing its trade and industry and for implementing such plans and programs when approved. The Director has also been assigned by the Minister the task of carrying out the preliminary organization work in respect to the regional development program.

As the Branch is playing an increasingly important role in supplying services to existing industry we believe that this should be recognized in the internal organization plan. As may be seen from the chart which is shown on the opposite page, we propose that the main duties and responsibilities of the Branch be allocated to three supervisors, a Supervisor - Industrial Planning, a Supervisor - Industry Services and a Supervisor - Statistics and Information. If desired the Assistant Director could also act as one of these supervisors. The proposed distribution of responsibilities to the supervisors, the responsibility of the Commissioner, Chicago Branch Office and the working arrangement with the Trade and Industry Commissioner Ontario House are presented below.

The Supervisor - Industrial Planning would be responsible to the Director for supplying advice and assistance to municipalities in developing their own industrial planning procedures and organization; for determining the types of new industrial enterprises that would best suit general economic growth based on information

supplied by the Research and Statistical Section and field contacts and for actively trying to interest acceptable prospects in launching desirable new enterprises in suitable locations. This Supervisor would continue to carry out the preliminary organizing of general regional planning until a Regional Planning Representative was appointed. He would keep the Chicago Branch Office and Ontario House advised of the Province's current industry requirements and deal with prospects directed to the Branch by these or other agencies.

The Supervisor - Industry Services would be responsible to the Director for supplying services to established industry and new industries in the development stage with the aim of assisting the general economic growth of the Province. These would include advice on re-location, branch plant location and the supplying of assistance on specific problems including industrial research that would be of benefit to the general economy.

The Supervisor - Statistics and Information Section would be responsible to the Director for compiling trade and industry statistics, municipal statistics and information as required by the other sections; for making special studies as authorized; for obtaining and supplying technical or commercial information to the other sections or in answer to enquiries from outside the Province; and for the publication of information bulletins and pamphlets as approved by the Director.

The Commissioner - Chicago Branch Office would be responsible for supplying as accurately as possible all requested information in regard to Ontario's trade and industry. He would try actively to interest suitable industries in the United States to start operations in Ontario. The type of industry to be contacted would be indicated to him by the Industrial Planning Section.

The Trade and Industry Commissioner - Ontario House would be directly responsible to the Agent-General but would work closely with this Branch according to arrangements made between the Director and the Agent-General. He would be supplied by the sections at Toronto with current general information on trade and industry conditions

in Ontario and on his request with specific information. He would try actively to interest industries in the United Kingdom or continental Europe in starting operation in Ontario. The type of industry to be contacted would be indicated to him by the Industrial Planning Section. He would submit reports through the Agent-General to the Director to keep him advised of the work carried out by his unit and of the results obtained.

The Planning Branches

In the plan of organization proposed for the Department, provision is made for the appointment of an Executive Assistant, Planning who would direct and co-ordinate the activities of the three planning branches, Conservation, Community Planning, and Housing.

We believe this proposal is important for two reasons:

- (1) It would relieve the Minister of a considerable amount of supervisory responsibility and allow him to spend more time on overall planning and policy matters.
- (2) It should assist materially in developing closer co-ordination of the work of these Planning Branches whose activities are becoming increasingly inter-related. For example, some of the work of the Conservation Branch such as flood control planning, general land use, recreation areas, etc. are becoming closely related with the activities of the Community Planning Branch. The planning of special housing projects is also closely related to Community Planning activities.

The Executive Assistant through contact with the Provincial Economist should ensure that planning efforts are in accord with general economic trends and the prospective growth of the Province.

In general the internal organization and delegation of responsibility within the three Planning Branches is sound and we have only a limited number of suggestions to make.

Housing Branch

The General Consultant on Planning is acting as the operating head of this Branch. This Consultant holds an important position in developing general planning policy and in representing the Minister on important planning projects such as the St. Lawrence Waterway area, Manitouwadge, Atikokan, etc. To carry out these responsibilities he should be relieved of day to day operating and administrative problems as far as is practicable.

We recommend that a Director be appointed who can give full time direction to the Branch and keep in touch with housing problems throughout the Province. He should have two assistants, a Supervisor, Land Assembly Projects and a Supervisor, Rental Housing.

We have recommended earlier in this report that the legal work of the Housing Branch should be handled by a Legal Officer attached to the Administration Branch.

The provision of information to municipalities on the Housing Act which is now the responsibility of Housing Branch personnel could be handled by the Public Information Officer in the Administration Branch and the Regional Representatives who are referred to later. The Director would supply the information to these officials and would be available for consultation as required.

Community Planning Branch

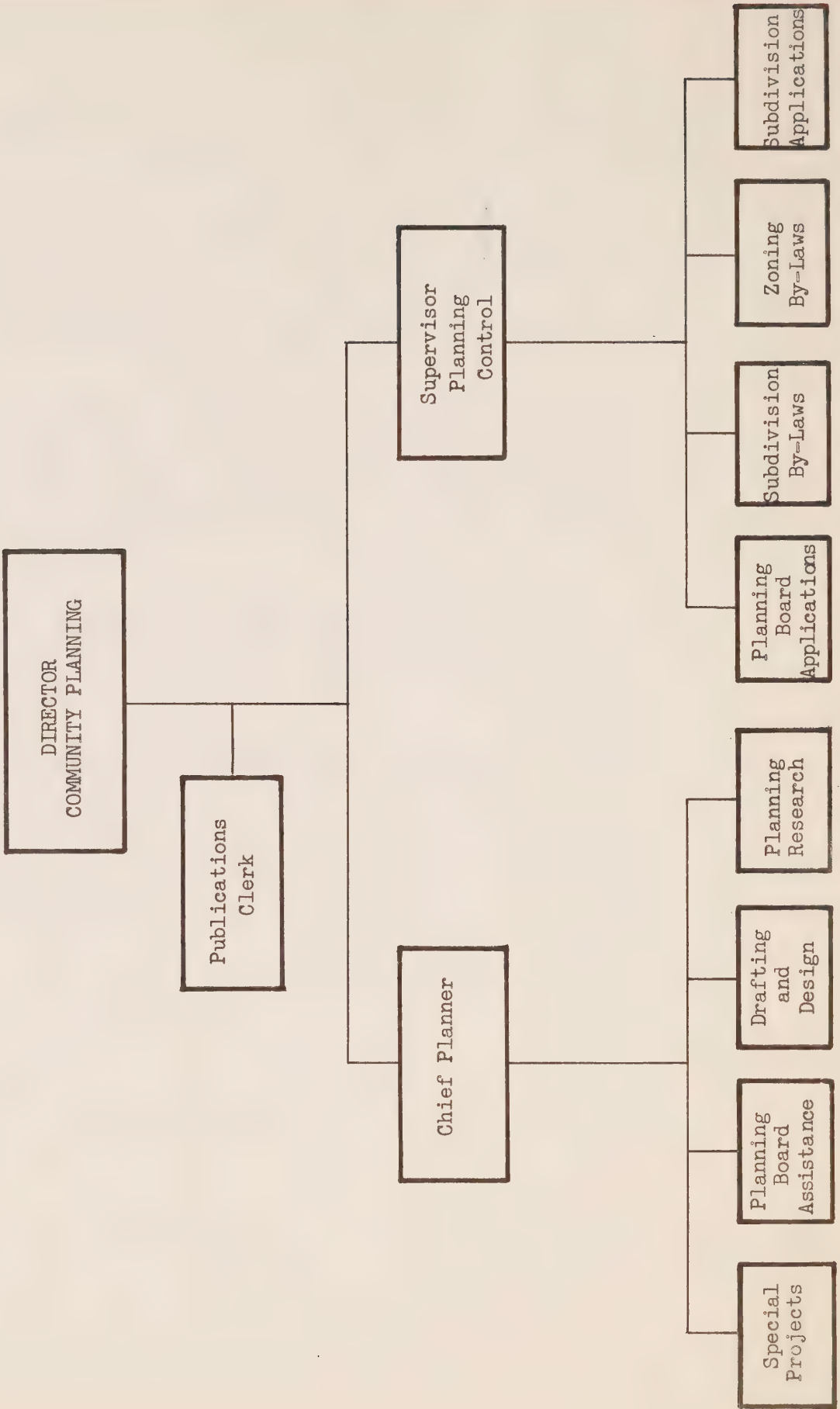
This Branch has two main activities:

- (1) The encouragement and development of improved community planning throughout the province, and
- (2) The control of community planning in accordance with the Planning Act.

The extensive community growth in Ontario since the war has meant that the control aspect of the work of the Branch has expanded very rapidly and a heavy load has been borne by a number of the senior members of the staff. As pointed out earlier in this report improvement in original planning by communities would mean that the work in

DEPARTMENT OF PLANNING AND DEVELOPMENT

COMMUNITY PLANNING BRANCH



respect of control activities would be lessened in the future. We believe it to be important that the development of improved planning does not suffer because of the work involved in administering the control aspect of the Act.

The work of the Branch is well distributed according to activities and there is little overlapping of duties. However, additional authority at an intermediate level is required to relieve the Director of the great volume of detail in which he is now involved. We understand that it is because of the present overload of detail work that the direction of St. Lawrence planning which would normally be a responsibility of this Branch has so far been directed by the General Consultant. For the same reason some of the units state that they operate almost independently from time to time and look to the Consultant or to the Minister for direction on operating matters.

Set out in chart form on the opposite page is the proposed plan of organization for the Branch. As shown on the chart we recommend that the responsibilities of the Branch be divided between two sections, a Planning Section directed by a Chief Planner and a Control Section directed by a Supervisor of Planning Control. A Publications Clerk or Librarian would serve both sections with library, statistical and research service and make administrative arrangements for branch publications.

The Director, Community Planning would be responsible for recommending community planning policy, for implementing approved policy and for carrying out the responsibilities provided for under the Planning Act as effectively as possible within his approved budget.

The Chief Planner would be responsible to the Director for the encouragement and development of improved planning throughout the Province. He would accomplish this objective by furnishing information and assistance requested by municipal bodies to the extent approved by the Director and by supplying specific planning services on special projects such as Manitouwadge, St. Lawrence, etc. when authorized by the Minister. On such special projects he or his project planner, normally would be called upon to act as the co-ordinator for all Government departments

and agencies involved in the project. He and his staff would assist and work closely with the Department's Regional Representatives in order to increase the scope and effectiveness of planning. He would carry out research on new community planning theory and methods within an approved budget.

The principal responsibilities of the Chief Planner would be:

(1) Planning Research:

This would consist of keeping up to date on new Community planning theory and methods and assessing the value of their application.

(2) Drafting and Design:

Supplying drafting and design services for the other planning units.

(3) Planning Development:

Advising and assisting municipal bodies on Community planning both by mail and by field contact.

(4) Special Projects:

Each important project would be assigned to a Project Planner reporting direct to the Chief Planner. The Project Planner would be responsible for the day to day control and detail work required to complete the project in accordance with the approved plan and program.

The Supervisor, Planning Control would be responsible to the Director for carrying out those regulatory responsibilities in respect to Community planning assigned to the Minister under the Planning Act. His responsibilities would be divided into four main classifications:

(1) Sub-Division Applications:

This would include checking the draft plans submitted in the manner outlined under Section 26 of the Act and approving such plans when all conditions had been met.

(2) Zoning By-Laws:

Checking proposed zoning by-laws and Committees of Adjustment rulings on behalf of the Department of Municipal Affairs and making recommendations in connection with them to the Municipal Board.

(3) Sub-Division By-Laws:

Advising and assisting municipalities in preparing sub-division control by-laws as provided for under Section 24 of the Act.

(4) Planning Board Applications:

Processing applications for Planning Boards and Committees of Adjustment, arranging the planning areas and otherwise assisting in establishing these bodies in accordance with the Act.

Conservation Branch

This Branch appears to be well organized to carry out its responsibilities.

The technical sections, Engineering, Forestry, Historical Research, Land Use, Wildlife and Recreation and Draughting prepare original conservation programs for river watersheds and also supply advice to the Branch Conservationists and the Conservation Authorities.

The Conservationists including those assigned to various authorities are directed by a Chief Conservationist.

We recommend that responsibility for payroll, accounting, printing and duplicating, stores and equipment control records, and personnel cards be assumed by the Department's Administration Branch when the Branch moves to the University Avenue Building.

Regional Representatives

To assist in the Minister's program of developing large scale long-range planning for the Province on a regional basis we propose that a Regional Representative

be appointed to represent the three Planning Branches in each region.

The Regional Representatives would ensure that all local governing bodies in the Region were fully informed about the objectives of the program and the support, financial and otherwise, that the Government was prepared to supply.

They would supply general policy advice to the Regional Development Association and approve expenditures where the Government was contributing funds but should not become involved in the raising of funds, or the day to day administration, and detail work of the Associations. They would arrange with the Head Office Branch concerned to supply technical advice or field assistance where necessary on planning problems of a general nature. Such matters as the preparation of detailed community master plans, detailed plans for dams or drainage, etc. would not fall within their responsibility or the responsibility of the Department.

In addition to this responsibility on general regional planning the Regional Representatives would act as Liaison Officers between local bodies and the Department on all planning matters and would advise Head Office personnel responsible for administration of the various Planning Acts of special local circumstances or conditions that might affect rulings.

Office Services Unit

At present one office services unit serves the two branches, Community Planning and Housing. After the physical consolidation of the Department consideration should be given to having all three Planning Branches served by one unit. This is provided for on the chart.

Ontario House

In reviewing the operations of the various branches that come under the jurisdiction of the Minister we did not have direct contact with the Agent-General and his Ontario House staff. Our comments and proposals in respect to Ontario House are based on information received from senior people in the Department of Planning and

Development in Toronto, on a review of the services provided by Ontario House, and on correspondence with the Agent-General.

We believe that the present plan under which all of the activities of the Province in the United Kingdom come under the unified control of an Agent-General responsible to the Minister is the most effective and economical plan of operation.

Responsibilities of the Agent-General

Earlier in this report we recommended that full responsibility for implementing approved Government policy on immigration be granted to the Agent-General. The proposed responsibilities of the Agent-General including this change are set out in the following paragraphs.

Within the limits of programs approved by the Minister and general Government policies and control procedures the Agent-General would be responsible for and have authority to carry out the activities listed below. He would delegate to members of his staff appropriate portions of his responsibilities with proportionate authority for their fulfilment but he would not delegate or relinquish any of his overall responsibility for directing these activities. He would be responsible for:

- (1) Developing and maintaining sound public relations for the Province in the United Kingdom.
- (2) Assisting the economic growth of the Province by acquiring as immigrants, trained skilled labour, and technicians required to fill shortages in these sections of the labour force of the Province and furnishing information and advice to those in the United Kingdom who were considering emigration to Ontario.
- (3) Helping to attract suitable new industries to the Province.
- (4) Furthering trade and commerce between the Province and the United Kingdom by supplying information and assistance to industry in both countries.
- (5) Representing other Ontario Government Departments or Agencies in the United Kingdom as arranged by them with the Minister.

To clarify the relationship between the Agent-General and the Branch Heads in Toronto we have set out the following proposed plan of operation.

The Agent-General would receive guidance and assistance from the Branch or Department Heads in Toronto concerned in developing his program of operations. He would also arrange that a satisfactory basis be developed for maintaining continuous liaison between the assistants to whom he has delegated responsibility and the corresponding Branches or Departments at Toronto. This arrangement would be designed to enable his assistants to obtain prompt help and advice, exchange ideas in respect to their particular responsibilities and in general expedite the activities of Ontario House. It would not affect the normal responsibility of the assistants to the Agent-General. On matters of considerable importance action would not be taken by an assistant without the approval of the Agent-General; on those of less importance the assistant would initiate action but advise the Agent-General at once of the circumstances and action taken; on routine matters the Agent-General would be kept advised by general reports only. The Branch or Department Heads in Toronto would arrange with the Agent-General that regular reports be submitted to Toronto providing information required to carry out their activities.

The Agent-General would be responsible for carrying out staffing and personnel policies at Ontario House in accordance with Government regulations and for recommending appointments, promotions, and salary increases. In carrying out these responsibilities he would normally consult with the Branch Heads concerned at Toronto and seek their approval of his recommendations for senior appointments at Ontario House. For example, he would consult the Director of Trade and Industry on Trade and Industry Section appointments and the Executive Officer on senior administrative appointments.

ADMINISTRATIVE POLICIES AND PROCEDURES

The Department has expanded very rapidly since its inception in 1945 but in general the administrative policies and procedures have kept pace with this expansion.

The nature of its work which is largely of an advisory and educational character, requires fewer records and detailed procedures to control its activities than is normal for the size of the staff. Furthermore, many of the activities are controlled to a considerable extent by Acts that determine the administrative policies.

We discuss below a limited number of policies and practices which we believe can be improved. These are outlined under the branch concerned.

Accounting Procedures

We were impressed by the manner in which the accounting routines of the Department were being carried out and supervised. The volume of entries and paperwork is not large compared to other Government departments and thus does not offer the same scope for methods improvements. The procedures that we feel could be improved are:

Payroll Records

Payroll records are prepared manually. This means that payroll sheets, cheques, deduction slips and individual earnings records are all prepared separately by copying the same information from one form to the other. There are a number of "one-write" systems available that prepare all of these forms simultaneously through one writing of the payroll information. The only system that would be practicable for the Department of Planning and Development in view of the small number of employees involved would be a handwritten pegboard system.

Record of Purchases

A written record of purchases was established at the time that the purchasing function was taken over by the Accounts Section in order to determine the outstanding purchase commitments at the end of each month. Since that time the

purchasing records have been so organized that this information is now available from the "open order" file of purchase orders and this list could be discontinued.

Purchase Order Filing

All copies of purchase orders are filed by requisition number under the present system which means that reference to these orders must be made by this number. We suggest that reference to purchase orders for certification of invoices or follow up purposes can be facilitated if the method of filing the copies of these orders is changed. The second copy should be filed alphabetically in an "open" file instead of by requisition number. When the third copy comes back from the person requisitioning the goods, with the quantity received noted on it, this copy should replace the second copy in the alphabetical file and the second copy filed in a numerical file according to purchase order number. After the suppliers' invoice had been received, checked to the third copy of the purchase order and certified by the branch head concerned, the third copy would be filed alphabetically in a "completed" file. Thus outstanding purchase commitments at any time would be the purchase orders still in the "open" alphabetical file. Under this system it would be possible to trace a purchase by supplier's name, purchase order number or requisition number (copies of requisitions would still be filed numerically) instead of just by requisition number. A periodic check of the numerical file of purchase orders would also disclose any gaps in the numerical sequence and indicate purchase orders that might have been mislaid or otherwise not properly processed.

Copies of Invoices

The wording on the Department's present purchase orders requires suppliers to send in four copies of their invoice although we understand that many suppliers do not conform to this requirement. Very few invoicing systems are designed to supply four copies of an invoice without extra handling and inconvenience. Inasmuch as only two copies of the invoice are used in the present system of processing these invoices

we suggest that the wording on the purchase orders be changed to read that only two copies are required.

Requisitions for Payment

If our recommendations with respect to the elimination of the duplicate accounting records being maintained by the Conservation Branch are adopted, it will mean that only two copies of the requisitions for payment will have to be typed instead of the three typed at present.

Conservation Branch

Record of Expenditures

A detailed record of all expenditures is kept in the Conservation Branch. While this information is not available in as much detail and on an up-to-date basis in the Accounts Section an analysis of Conservation Branch expenditures for a given period can be furnished on very short notice. If the information is needed on a continuing basis we recommend that the records of the Accounts Section be expanded rather than have this duplication.

Budget

The annual budget for the Conservation Branch is prepared by both the Principal Clerk in the Conservation Branch and by the Accountant in the Accounts Section. The preparation of the budgets should be the responsibility of the Chief Accountant in the Administration Branch, working in conjunction with the Branch Heads. We recommend that the budget be in sufficient detail to give the Branch Heads as well as the Minister the information that they feel is necessary to control the operations of the respective branches.

Payroll and Personnel Records

When the Branch has moved to its new quarters payroll and personnel matters such as attendance records, personnel files, etc. should be handled by the Chief Accountant as is now done for the other branches.

Community Planning Branch

Record of Purchases

A special record of purchases is maintained by this Branch which duplicates to a large extent information available in the Accounts Section. The file copies of the purchase requisitions of the Branch would give much the same information with a great deal less effort. Information with respect to purchases is also maintained on cards which show for different items, the suppliers of that item, order quantities, etc. This duplicates information available in the Accounts Section.

Correspondence Cross-index

Each time a letter is typed in the Branch two copies are prepared, one of which is filed by subject and the other chronologically in binders, one for each writer. The second copies are numbered and the numbers are entered in a cross-index under the name of the addressees. We consider that this cross-index is unnecessary and that two filed copies, one by subject and the other by writer, should be sufficient to locate a copy of any letter sent out by the Branch.

Sub-Division Index

When an application for approval of a sub-division is received it is necessary to refer to the plans of the adjoining sub-divisions in order to determine whether the plan for the proposed sub-division will fit in properly. Reference on the submission is usually by township and lot number whereas at the Branch the sub-division plans are filed by Branch reference number. A cross-index in the form of a bound book is used in which the reference numbers of the approved sub-divisions as well as the lot numbers in the sub-divisions are entered according to townships in the order received. As long as there are not too many sub-divisions registered in one township this index has worked satisfactorily. However, where there are a large number of sub-divisions registered in one township a great deal of time is wasted looking through all the entries to find given lot numbers. We recommend the use of a small card index to

overcome this difficulty. This could be installed first for the townships with a large number of registrations and eventually expanded to include all registrations and eliminate the bound record. The index would consist of small cards, one for each registration, containing the same information as is entered now in the book. They would be filed in a small tray or box by township and then by lot number. Under this system, if the numbers of the lots bordering a sub-division were known it would be a simple matter to locate the sub-divisions containing those lots.

Sub-Division Clerical Staff

A senior clerk and six other clerical or stenographic staff are engaged in the work of processing sub-division approvals. In view of the information given to us as to the volume of new sub-divisions and revisions passing through this section and of the work that has to be done on each, we suggest that the work of this unit be reviewed to see if some reduction in staff is not possible.

Trade and Industry Branch

Representation Allowances

It was brought to our attention that the Consultants of the Trade and Industry Branch are experiencing difficulty obtaining approval for certain out-of-pocket expenses that are incurred while entertaining visiting representatives of industrial prospects. These representatives are normally senior executives and in many cases they have entertained the Consultant when he visited their Head Office for the initial contact and the Consultant feels obliged to return their hospitality when they visit Toronto. We agree that the payment of a yearly fixed "representation allowance", which was recently cancelled, was an unsatisfactory basis for reimbursing the Consultants for these expenses. Instead, we would suggest that application be made to Treasury to allow Trade and Industry Consultants to include such items within certain limits and with certain

approvals on their expense accounts.

We shall be glad to discuss this report with you at your convenience and provide any assistance that you may desire in implementing our recommendations.

Yours very truly,

J. H. Woods & Gordon Limited

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